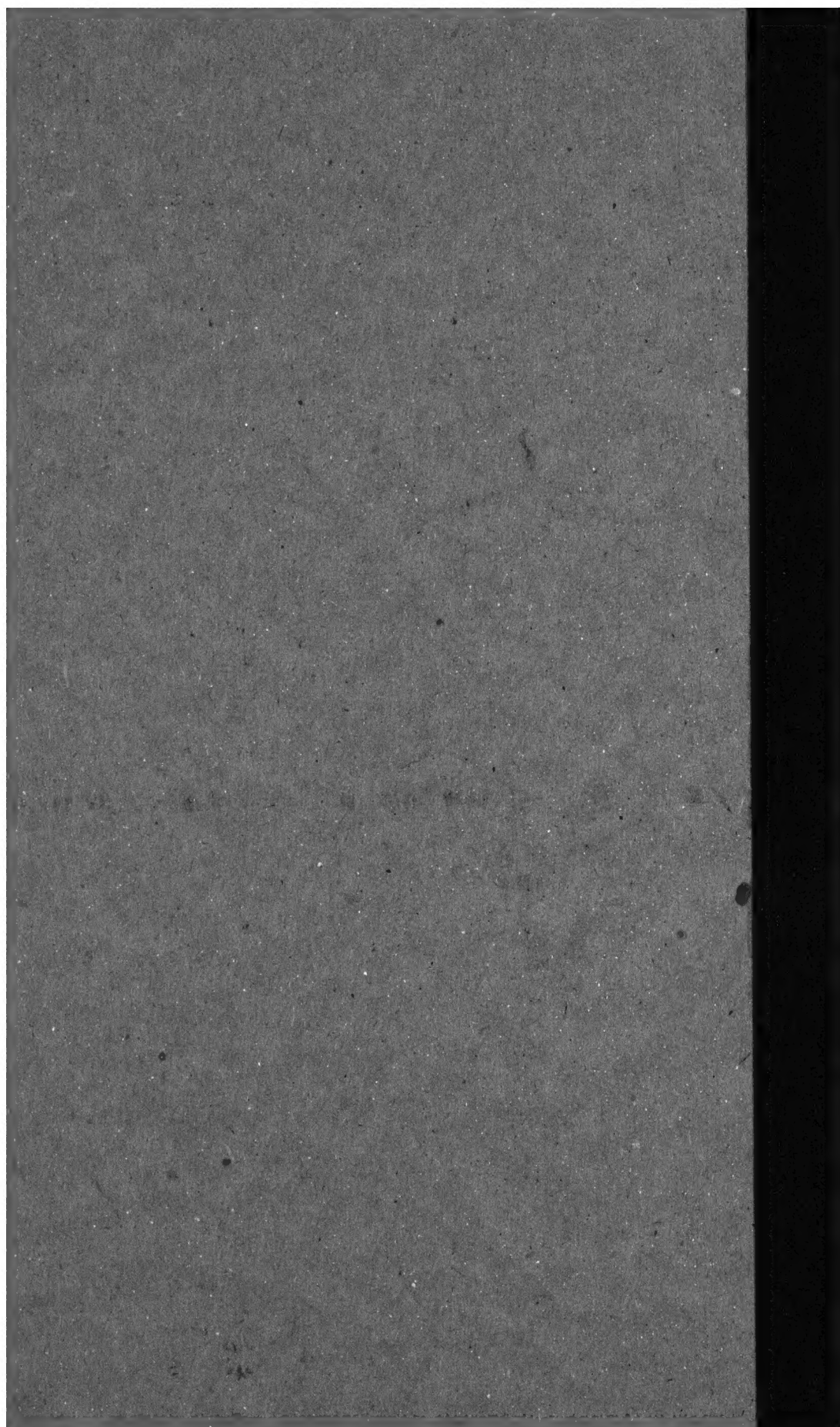


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SCHOOL DIVISIONS
IN ALBERTA



After Three Years

A Statement Concerning the Larger Unit
of School Administration
in Alberta



*Published under the Authority of the
Minister of Education*

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HONOURABLE WILLIAM ABERHART
Premier of Alberta and Minister of Education

Foreword

IT GIVES me a great deal of pleasure to write a brief introductory statement for the little brochure "After Three Years." During my twenty-five years in the teaching profession in this province I often thought of many changes in the organization of education which seemed to me to be desirable. From personal contacts I had known of schools being unable to operate for the entire school year, of schools where teachers not only did not get their pitiable small salaries promptly, but where the schools had got so far behind that they owed money to *five teachers at once*, of schools where no pupil in the memory of anyone in the district had ever gone beyond the elementary school, of whole areas where children had not the remotest chance of securing a high school education.

It is not surprising then that when an opportunity for public service in the government presented itself I chose the field of education and determined that the first blow was to be struck on behalf of the children in the country. With the whole-hearted co-operation of my associates in the Department of Education, desirable changes have been brought about, including the reorganization of small rural school districts into large administrative units; the reorganization of the school programme into four divisions replacing the traditional twelve grades, viz., Division I (Grades I-III); Division II (Grades IV-VI); Division III, the Intermediate School (Grades VII-IX), Division IV, the High School (Grades X-XII); the preparation of a modern curriculum throughout, embodying activity features, the integration of subject-matter courses and one in which all subjects count in the later years towards a High School Diploma, which is the same for all students; the beginnings of an adequate high school service for rural children; security of tenure for teachers; provision for a retirement fund for teachers; a modern plan of teacher education; an extension of the principle of equalization whereby special aid has been given to weaker districts in anticipation of a new Grants Act.

It is the purpose of this pamphlet to set out the actual experience of the large unit type of organization in Alberta. Not everything that we hoped for has come to pass but all will admit that substantial progress has been made. The pamphlet is issued in the hope that it may be widely read by rural people, that in the reading of it they may see what is being done in other parts of the Province, and resolve that the best that is being done for children elsewhere may shortly be enjoyed by the children of their Division.

William Aberhart

AFTER THREE YEARS

1. The Beginning of the Larger Administrative Unit in Alberta

(1) *History up to 1935—*

When the Province of Alberta was organized in 1905, the system of school administration in use under the old Territorial regime was continued. As settlements were made, school districts were organized. As fresh settlers arrived and took up homes beyond the boundaries of the original districts they found distances to the earlier schools too great, and, as a consequence, organized new districts. When one of these new districts was organized on the outskirts of older ones, parents on the border had to decide for themselves whether they should go into the new district and assist in the payment of the cost of the new building or remain in the older district and let the children continue to travel a long distance to school. In too many cases the decision favoured the older district, the children being the ones to suffer. The result was a system of local districts in which those first formed were usually the largest and contained the best land. Districts formed later were quite often made up from areas left over from earlier organizations and comprised land of relatively lower value. The final outcome was large districts comprising good land with low rates of taxation and at the same time small districts comprising poor land with high rates of taxation. This was a decidedly inequitable situation.

Furthermore, in the rural districts, little provision was made for secondary education. The one-room school could not provide it and the climatic and road conditions, the sparse settlements and the cost of transportation made the general use of Consolidated organizations throughout the Province impracticable. Rural High Schools helped to solve the problem but the local districts were slow in seeing their advantages and in proceeding to organize them. In fifteen years, only sixteen Rural High School Districts were organized. Many of the local districts considered that their duties to the pupils ceased when they made Grade Eight available to them. They were also very reluctant towards the payment of fees for those pupils who went to the neighbouring village or town for further training. Then, too, because of local antagonisms, school boards found it difficult to secure the necessary co-operation with one another to see that the rural pupil got the secondary training to which he was entitled. Trustees, however, and rural residents continued to urge that the rural child is just as much entitled to a high school education as his urban contemporary.

The depression of 1929-34 left almost all of the rural sections of the Province in difficult financial circumstances. The result was that most local boards took every possible step to curtail expenditures. Buildings whose usefulness had long been outlived continued to be used. Needed repairs were postponed

until the next year. As little as possible was spent on furniture, equipment, supplies and libraries. Fences and grounds were neglected. By 1935, building programmes in many districts were long overdue and much expenditure was necessary to bring school equipment and libraries up to the point where classroom work could be done with efficiency by the teacher.

Many school boards, in their desire to keep mill rates down during the depression period, levied or requisitioned what they hoped would be sufficient funds to finance the bare necessities of operation. Then when unforeseen expenses arose they had not the money with which to meet them. When asked for equipment or supplies of library books, they replied that they had not provided for these items in their estimates. Many districts failed to pay their operating costs. At the same time school property continued to deteriorate and class-room equipment became depleted. So bad were the conditions that some districts were unable to operate their schools for the full year.

Again under the system of local boards the trustees had little opportunity of judging the suitability of applicants for the positions of teachers in their schools. It was not unusual to find a beginning teacher in charge of the most difficult school in an area while an experienced teacher would be found in charge of a very light and comparatively easy school. At the same time a beginning teacher might be found drawing a considerably larger salary than the neighbouring teacher of experience and capability. A teacher who did not fit in a particular school was discharged and had to search for another appointment. There was no assurance that the new teacher would fit the situation any better than the previous teacher. On the whole the system of teacher appointment might well be described as one of trial and error. There was no assurance that a teacher would receive credit for experience and special qualifications. There was no salary schedule and little security of tenure.

Many teachers did not receive their salaries promptly at the end of each month and a large number did not receive full payment even when they left the district at the end of the term of contract. Some districts operating one room schools had as many as three, four or even five teachers in arrears of salary. When the Divisional Boards took over the administration of their schools they found arrears of salaries totalling \$244,428.00.

The Department of Education was fully aware of the difficulties of the situation in the rural schools of the Province. It attacked the problem by means of equalization grants. These grants were given to districts having an assessment of less than \$75,000 and were paid according to a sliding scale which gave them assistance in inverse proportion to their valuation, or their ability to provide education for their pupils. The Department, however, did not believe that equalization grants could completely solve the problem of equalizing the opportunities for high school education. Each area of the Province has its own problems which in some measure differ from those of other areas. It was felt that

combinations of school districts with some form of administration for each group would lead to the best solution of the many problems of rural schools.

In April, 1934, the Legislative Assembly of the Province resolved to appoint an impartial committee to make a comprehensive survey and study of rural education in Alberta and report its findings and suggestions at the next session of the Legislature.

This committee met six times for a total of fourteen days and gave much thought and consideration to the whole question. Many individuals who were familiar with the problems were called before the Committee to give evidence. Among these were the President and three professors from the University, the Minister of Agriculture, four Normal School principals and instructors, two officials of the Department of Education, seven Inspectors of Schools and the Chairman of the Alberta Assessment Commission. Evidence was heard from the Alberta Teachers' Alliance, the Alberta School Trustees' Association, the United Farmers of Alberta, the United Farm Women of Alberta, the Educational Society of Edmonton, and the Alberta Assessment Commission. On April 12th, 1935, this committee reported to the Legislative Assembly recommending among other things that "the Department of Education give careful study to the question of the larger unit of administration in an effort to evolve a plan that will permit the bringing of the rural schools to a higher degree of efficiency and that will, at the same time, be acceptable to the people of the Province."

Later in the session the Assembly amended *The School Act* by adding Section 220 (a). This new section gave the Minister authority to constitute any two or more school districts into a union of school districts and provided that the affairs of each school district included in such a union should be administered by one board elected or appointed in such manner or for such terms of office as the Minister might prescribe. No unions of school districts were established under the powers conferred by the amendment.

(2) *History subsequent to 1935 and prior to the passing of Part XVII of The School Act—*

After the election of the new Legislature in 1935 the Department of Education continued to make a thorough study of the larger unit of administration and under the authority of the Minister of Education published "What is and What Might Be in Rural Education in Alberta." This pamphlet discussed at length the defects of the old system of administration, showed that other provinces were advising the introduction of larger units, described briefly the system in other countries and provinces where the large unit was in operation, outlined the progress made in the Turner Valley and Berry Creek experiments and suggested in general outline what might be the organization and advantages of the larger unit of administration. This pamphlet was circulated widely so that the public might, in part at least, become familiar with the proposals.

At the first session in 1936 the new Government passed Part XVII of *The School Act*. The new legislation provided in detail for the procedure to be followed in the establishment and operation of larger units of administration.

II. The Main Features of the Legislation

Part XVII of *The School Act* gives the Minister of Education authority to constitute School Divisions consisting of any number of rural districts in areas where it appears in the interests of education so to do. Village, town, and consolidated districts are not included, although provision is made for them to enter later by agreement.

The new section of the Act set out the various steps to be taken in establishing a School Division, specified the powers and duties of the Divisional Boards and the local Boards, decided what was to be done with the assets and liabilities of the school districts and determined how funds were to be raised and how spent. From time to time amendments have been made to Section XVII in order to eliminate minor defects which experience has revealed and to remedy certain omissions which administration of the section has uncovered.

The control of the affairs of a division is placed in the hands of a Board of five members each of whom represents one of the five subdivisions constituting the larger unit. In order that the local trustees may have some control over this election, each local board appoints a delegate to a delegates' meeting at which candidates are nominated. On a fixed date, an election is held at which each elector of a subdivision has a vote. The legal qualifications for members of the Divisional Board are exactly the same as those for members of local boards.

On the date set in the order all the assets and liabilities of the local boards, with the exception of actual cash on hand over and above what is necessary to retire current liabilities, become the assets and liabilities of the Division. Where a district has cash on hand over and above what is necessary to retire current liabilities the amount is placed to the credit of the District in the books of the Division. At the expiration of the third year after the year in which the Division is constituted, this amount becomes available for the provision of educational facilities and equipment not ordinarily furnished by the Divisional Board.

The Divisional Board is given full control of the staffing of the schools of the division and of financing their operation. It appoints the teachers, assigns them to schools, pays their salaries and terminates their contracts when this step becomes necessary. The Divisional Board is also responsible for the erection and care of buildings and the supply of equipment and furniture as needed. It is further the responsibility of the board to draw up an annual budget showing the amounts of money it is proposed to use for each class of expenditure and to requisition the collecting authorities for the amount required. The collecting authorities under the divisional system are in all cases the municipal authorities. In organized municipalities the local councils are responsible.

In improvement districts the Department of Municipal Affairs assumes the duty.

The Board of the Division is also given certain powers that it may exercise at its discretion including the hiring of physicians, dentists or nurses, the employment of teachers of special subjects and the furnishing of free text-books and supplies.

The board of each local district continues to function as before except that the control of finances and of the teacher is now in the hands of the Divisional Board. The local boards are permitted to make such recommendations as they see fit to the Divisional Board or to the Superintendent of the Division.

As already intimated provision is also made for any town, village, consolidated or separate school district to enter a division upon terms to be agreed upon with the Board of the Division.

Provision is also made to protect the interests of Roman Catholic or Protestant school districts that may find themselves included in School Divisions in which such districts are in the minority.

The Minister of Education carried through the establishment of School Divisions in Alberta by using the permanent staff of the Department and the local inspectors of schools. The introduction of the new system of administration was accomplished, therefore, at little extra cost to the people of the Province.

III. Procedure in Establishment of School Division

(1) *Meetings under Inspectors—*

In the months immediately preceding the setting up of any division, the inspector of schools of the area, sometimes with other officials of the Department, holds meetings throughout the proposed division. These are well advertised, all interested being invited to be present. At the meetings, the inspector and the departmental officials outline the proposals with regard to the setting up of the divisions, deal with the advantages of the scheme and attempt to answer questions. Thorough discussions take place and as a result the electors have an opportunity of securing definite information in regard to the manner in which the new administrative system will affect them and their districts. The chief complaint likely to be voiced is that control of the schools is about to be taken out of the hands of the local board. When it is seen, however, that this change is necessary in order that the proposed improvements may be made possible, there is a general inclination on the part of the electors to give the larger unit a fair trial.

(2) *Form of Minister's Order—*

The Minister's order does the following:

- (a) Lists the districts included in the division.
- (b) Lists the districts included in each subdivision of the division.
- (c) Names the secretary for the time being of the division.
- (d) Sets the dates for the meeting of delegates for the nomination of trustees.
- (e) Gives the name and number of the school division.
- (f) Sets the date for the election of members of the Divisional Board in case elections are necessary.
- (g) Sets the date for the organization meeting of the Board.
- (h) Sets the date upon which the assets of the local districts become vested in the Board of the Division, upon which their liabilities become payable by the Divisional Board, and also upon which the Divisional Board assumes the powers, duties and functions conferred upon it by *The School Act*.

IV. Table of Information

The following table gives the numbers and names of the School Divisions already established in the Province, the dates on which the Divisional Boards took over their new duties, the number of districts included in each Division on its establishment and at December 31st, 1939, the number of teachers employed at the time of establishment and at December 31st, 1939, also the names and addresses respectively of the secretary-treasurers, chairmen and superintendents at the time of the preparation of this pamphlet in September, 1940.

It will be noted from the table that certain superintendents act as the supervising officers of two divisions. It is the policy of the Government to have one superintendent for each division. In a few areas, however, for certain reasons, it was found impracticable to organize divisions including sufficient local districts to require the full-time supervision of one man. In such cases two small divisions are combined for purposes of supervision and one superintendent is placed in charge of both with the same advisory functions in relation to each board.

TABLE SHOWING SCHOOL DIVISIONS ESTABLISHED IN ALBERTA

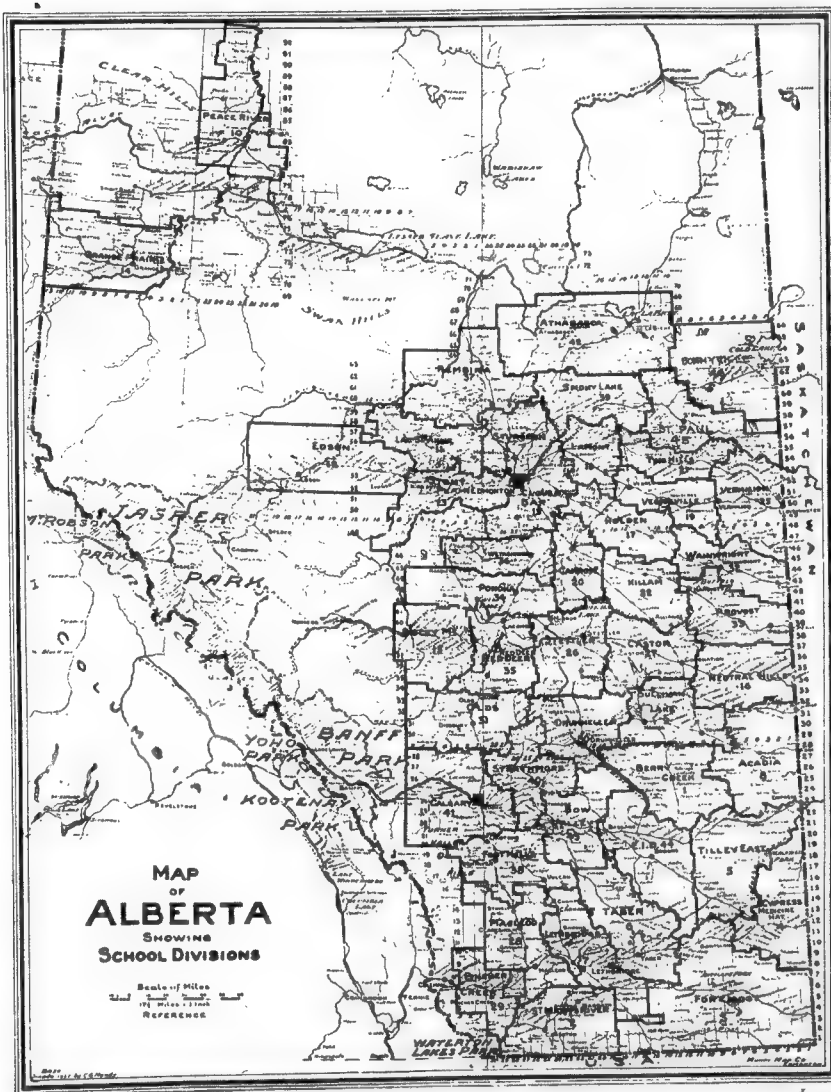
No. and Name of Division	Date on Which Board Assumed Duties	No. of Districts Included		No. of Teachers Employed		Secretary and Address	Chairman and Address	Superintendent and Address
		(a)	(b)	(a)	(b)			
		When Est.	In Dec. 1939	When Est.	In Dec. 1939			
1. Berry Creek	Jan. 21, 1937	30	29	26	25	J. A. Lukey, Sunnynook	J. R. Hannafor, Howie	W. S. Korek, Hanna
2. St. Mary's River	Jan. 21, 1937	56	57	70	70	S. Hesketh, Cardston	R. M. Christie, Kimball	T. F. Hamilton, Cardston
3. Foremost	Jan. 21, 1937	115	120	91	78	D. Terriff, Foremost	O. F. Solberg, Maleb	H. A. Macgregor, Foremost
4. Cypress	Jan. 21, 1937	70	71	64	65	F. G. McLaughlin, Medicine Hat	W. J. Perry, Medicine Hat	H. C. Sweet, 534 11 St.
5. Tilley East	Jan. 21, 1937	50	50	23	23	F. G. McLaughlin, Medicine Hat	R. S. Further, Bowell	H. C. Sweet, 534 11 St., Medicine Hat
6. Taber	Jan. 21, 1937	61	61	49	38	H. J. Hart, Taber	S. Clarke, Travers	A. B. Evenson, Taber
7. Lethbridge	Jan. 21, 1937	62	77	77	90	R. M. Glover, Lethbridge	M. M. Mueller, Lethbridge	O. Williams, 532 15 St. Lethbridge
8. Acadia	Jan. 21, 1937	100	100	63	54	C. G. Peterson, Oyen	W. Yake, Cappon	R. Warren, Oyen
9. Sullivan Lake	Jan. 21, 1937	91	76	46	44	H. K. Fielding, Hanna	M. Baldwin, Hanna	W. S. Korek, Hanna
10. Peace River	Feb. 27, 1937	56	56	51	56	R. S. Manly, Peace River	B. F. Macrory, Peace River	J. W. Gilles, Peace River
11. Lac Ste. Anne	Feb. 1, 1937	69	72	75	78	F. W. Wiggins, Sangudo	D. Munroe, Sangudo	E. G. McDonald, Sangudo
12. Edson	Feb. 1, 1938	42	44	45	50	Claude Clark, Edson	F. L. Irwin, Carrot Creek	R. E. Rees, Edson
13. Clover Bar	Feb. 1, 1938	76	79	101	108	Chas. Bowker, 10076 100 St. Edmonton	R. Hennig, Fort Saskatchewan	J. J. LeBlanc, 10713 98 Ave. Edmonton
14. Grande Prairie	Feb. 1, 1938	84	86	80	84	G. R. Patterson	J. L. McIntosh, Dmsdale	C. B. Johnson, Grande Prairie
15. Rocky Mountain	Feb. 1, 1938	75	73	75	80	J. Stronach	B. A. Shantz, Rocky Mountain House	H. R. Ross, Rocky Mountain House
16. Neutral Hills	Feb. 1, 1938	59	78	52	44	R. R. Annett, Consort	T. F. Carolan, Consort	R. H. Liggitt, Coronation
17. Holden	Feb. 1, 1938	76	77	83	90	V. J. Reay, Holden	Alf. Letsrud, Viking	J. H. McLean, Holden
18. Lamont	Feb. 1, 1938	53	54	81	92	M. Woycenko, Lamont	D. Ulan, Mundare	A. R. Gibson, Lamont
19. Vegreville	Feb. 1, 1938	65	66	70	73	D. W. Kennedy, Vegreville	S. Hinton, Vegreville	L. B. Yule, Vegreville
20. Camrose	Feb. 1, 1938	69	70	76	79	A. G. Lewis, Camrose	R. W. Campbell, Duhamel	C. H. Robinson, Camrose
21. Two Hills	Feb. 1, 1938	59	70	82	105	E. L. Boida, Two Hills	Wm. Ropchan, Hairy Hill	F. Harnochko, Two Hills
22. Killam	Feb. 1, 1938	67	72	66	68	H. T. H. Roberts, Killam	Nels Toppe, Sedgewick	E. W. White, Killam
23. Stony Plain	Jan. 3, 1939	71	71	77	78	W. T. Begg, Stony Plain	R. Johnson, Winterburn	G. F. Hollinshead, 10132 142 St., Edmonton

TABLE SHOWING SCHOOL DIVISIONS ESTABLISHED IN ALBERTA—Continued

No. and Name of Division	Date on Which Board Assumed Duties	No. of Districts Included		No. of Teachers Employed		Secretary and Address	Chairman and Address	Superintendent and Address
		(a) When Est.	(b) In Dec. 1939	(a) When Est.	(b) In Dec. 1939			
24. Sturgeon	Jan. 3, 1939	84	85	106	108	E. Meaden, 37 Garipey Block, Edmonton.	H. Speers, R.R. No. 4, Edmonton	R. J. Scott, 10049 113 St., Edmonton
25. Vermilion....	Jan. 3, 1939	98	98	105	102	J. R. Robson, Vermilion	C. E. Thompson, Rusylvia	C. M. Lavery, Vermilion
26. Stettler.....	Jan. 3, 1939	78	77	78	76	F. M. Layton, Stettler	L. V. Lohr, Erskine	W. E. Hay, Stettler
27. Castor	Jan. 3, 1939	81	81	77	75	A. B. Wetter, Castor	John Hallett, Fleet	R. H. Liggett, Coronation
28. Macleod	Jan. 3, 1939	65	64	63	59	Gordon Blair, Granum	Alex. McGregor, Granum	J. D. Aikenhead, Macleod
29. Pincher Creek	Jan. 3, 1939	39	39	36	34	W. A. Fraser, Pincher Creek	J. B. Faulk, Twin Butte	A. W. Reeves, Pincher Creek
30. Drumheller	Jan. 3, 1939	79	80	81	80	H. A. Evans, Drumheller	Craig Wilson, Drumheller	C. C. Bremner, Drumheller
31. Olds	Jan. 3, 1939	92	92	92	101	S. Gilson, Didsbury	Wm. H. Davies, Didsbury	X. P. Crispo, Olds
32. Wainwright	Jan. 3, 1939	67	69	67	67	D. M. Currie, Wainwright	H. E. Spicer, Edgerton	L. Good, Wainwright
33. Provost	Jan. 3, 1939	74	72	58	57	J. H. Cochrane, Hughenden	O. M. Smith, Provost	J. F. Watkin, Hughenden
34. Ponoka	Jan. 3, 1939	75	78	77	77	DeForest Nelson, Ponoka	W. J. Hoar, R.R. No. 4, Ponoka	L. A. Walker, Ponoka
35. Red Deer	Jan. 3, 1939	79	77	79	88	R. C. Ives, Red Deer	Sir A. A. Stonhouse, Pine Lake	L. A. Thurber, Red Deer
36. Wetaskiwin	Jan. 3, 1939	66	65	66	66	T. Appelt, Wetaskiwin	B. C. McRae, R. R. No. 2, Wetaskiwin	J. Scofield, Wetaskiwin
37. Pembina	Jan. 3, 1939	88	89	97	98	G. B. Pierce, Westlock	O. T. Lee, R. R. 1, Barrhead	J. P. White, Westlock
38. Foothills	Jan. 3, 1939	74	75	71	58	J. T. Hyde, High River	E. Randle, High River	G. L. Wilson, High River
39. Smoky Lake	Jan. 3, 1939	70	70	111	116	S. Antoniuk, Smoky Lake	P. Kyforuk, Northbank	H. A. Kostash, Smoky Lake
40. Wheatland	Jan. 3, 1939	77	80	78	74	H. C. Willson, Strathmore	M. Anderson, Delacour	M. Macleod, Strathmore
41. Calgary	Jan. 3, 1939	76	76	77	78	F. R. McVeigh, 506 Burns Bldg. Calgary	Wm. H. Evans, Balzac	J. A. Macgregor, 3435 6th St. W., Calgary
42. Athabasca	Jan. 3, 1939	84	88	93	99	J. A. Macintyre, Colinton	E. Parr, Meanook	H. T. Sparby, Athabasca
43. Bow Valley	Jan. 3, 1939	55	53	36	36	G. E. Smith, Bassano	Philip Rogers, Chancellor	R. V. McCullough, Bassano
44. E. I. D.	Jan. 3, 1939	22	23	27	27	C. E. Smith, Bassano	Ralph Burrows, Countess	R. V. McCullough, Bassano
45. St. Paul	Jan. 2, 1940	64	64	75	75	C. M. Sellar, St. Paul	Joseph Viel, Grassy Island	J. L. Gibault, St. Paul
46. Bonnyville	Jan. 2, 1940	55	55	63	63	J. B. Laporte, Bonnyville	F. H. McLeod, Cold Lake	J. F. Swan, Bonnyville
Totals		3,198	3,259	3,236	3,280			

V. The Boundaries and Size of Divisions

In fixing the boundaries of the various divisions, care is taken to include in each division, schools which are geographically related to each other. Natural boundaries are taken into consideration as well as the positions of the main highways and roads and, to a certain extent, homogeneity of population. It is not found possible to permit districts to choose the divisions in which they will be included, since a certain uniformity of size has to be maintained and since all rural districts in an area have to be included in some division. The number of class-rooms which one superintendent can be expected to supervise with a reasonable degree of efficiency serves as the measuring rule to



govern the size in all but a few cases. The exceptions to the operation of this principle have been noted in a previous paragraph.

VI. The Advantages Which Have Resulted

(1) *Equalization of Taxation within the Division—*

When a Divisional Board makes out its estimate of the year's expenditure, it submits requisitions to the various collecting authorities in direct proportion to the total amounts of assessment in each municipal or improvement district. That is to say; if the total amount required for the Division runs to eleven mills for the total assessment in the Division, the Divisional Board must requisition at the rate of eleven mills on each collecting authority. Since no two municipal districts finance on exactly the same basis, it is not to be expected that all municipal districts will establish the same rate in the first years of the operation of the Division. An example will make this clear. One municipal district at the end of the year has cash on hand in the schools' account amounting to ten thousand dollars. The neighbouring municipal district has a bank loan at the end of the year amounting to twenty thousand dollars, the proceeds of this loan having been paid to the schools. It would be unreasonable to insist that both municipal districts should establish the same rate of taxation for the following year. In the one case, the municipal district has collected taxes in excess of its needs and has a balance to apply in the payment of the next requisition; in the other case, a deficit, represented by the amount borrowed, must be made up. The twenty thousand dollar bank loan, however, is secured by large arrears of taxes. When these are paid, the municipal district will be able to make a reduction in the rate of taxation. Since the requisitions of the Divisional Board are pro-rated according to the municipal assessments, we may be sure that over a long period of years the average rate of taxation will be approximately the same. No longer does the man in one school district pay a higher rate than his neighbour in another district, provided he is in the same Division and pays his taxes to the same collecting authority. There has been, therefore, an approximate equalization of taxation for school purposes over each area of the Province represented by a School Division.

The following table shows the wide variation of mill rates in school districts before their inclusion in divisions and the approximate equalization which took place in the rates after their inclusion.

Table Showing Highest and Lowest Mill Rates in Certain School Districts before and after their Inclusion in Divisions

*School Division	In school districts before inclusion in Division		In school districts after inclusion in Division	
	Lowest Mill Rate	Highest Mill Rate	Lowest Mill Rate	Highest Mill Rate
A	1	16	7.5	10
B	2	25	10	12
C	2	21	10	14
D	6	32	13	15
E	7	30	17	18
F	6	20	15	17
G	5	40	14	15
H	5	30	12	14
I	5	45	17	18
J	5	15	9	9
K	3	12.5	7	8.5
L	4	15	9	11

*These Divisions, designated by letters, are typical and are sufficient to illustrate the extent to which equalization of school rates has taken place.

(2) The Calibre of Divisional School Boards—

The men who have been chosen as members of Divisional Boards are men who stand high in the regard of the people of their communities. Since they represent usually about fifteen districts, they must be men who are well known throughout a considerable area for honesty, ability, and public service. Many have had experience in the administration of the affairs of municipal districts and almost all have had years of experience as members of local school boards. Almost without exception these men come to the Divisional Boards determined to give the system of large administrative units a fair trial. They have given unsparingly of their time and efforts.

(3) Improvement in the Provision for High School Instruction—

All the divisions, without exception, have been faced with the problem of providing increased high school facilities. Due to the difference in local conditions, the problem has been met in various ways. However, all the divisions have found it advisable to co-operate with the villages, towns and cities, in or near the division, in order to secure the advantages of their already well organized systems. Without doubt, the presence



Part of the Fleet of Vans of the Lethbridge School Division No. 1

NOTE—The Lethbridge Divisional Board solved the high school problem by establishing high schools at suitable centres and providing conveyance for pupils. Lethbridge is in the south of the Province, where motor vans can travel without difficulty throughout the year.

of pupils from the divisions and the prompt payment of their fees enables the schools in the villages and towns to give a better type of service. Thirty-four divisions pay full statutory fees for all pupils, including those in Grade XII, attending high schools. They also pay all fees for correspondence courses. These are, in some instances, conditional upon satisfactory work by the students. One division pays fees to a city district to the amount of fifty dollars per student. Many divisions co-operate with village and town districts under various agreements arrived at after joint conferences. Throughout the Province the divisions have set up sixty-four rooms for the express purpose of giving additional high school services in parts remote from existing town and village schools. Returns show that the Divisions provided for 5,582 pupils in Grades from IX to XII in the June term of 1939; in the first term of the next school year the number had increased to 6,385. Three divisions use vans to take the pupils from their homes to high school centres. Other divisions provide dormitories for the accommodation of students while they are attending high school. The total number of these being operated is ten. The divisions have adopted the general policy of providing a high school course for every pupil who wishes to take advantage of it. If the pupil cannot attend a high school, he has the privilege of taking a correspondence course, the fees for which are paid from the funds of the division.

(4) *Improvement in Library Facilities—*

For some years prior to the establishment of divisions, the libraries of the schools in the Province had received comparatively little attention. Many of the older districts had libraries of several hundred volumes, but the books were often unsuited for the needs of the pupils. The introduction of the new programme of study with the consequent necessity for providing pupils with reading material within their ability and interest has impressed on the minds of divisional trustees the inadequacy of previous library equipment and facilities. The boards are now spending in the form of aid to class-room instruction almost three times what the local boards previously spent. Nearly all the divisions have a basic library in each school. This consists of the necessary reference books and reading material which must be used constantly in the school. At least seventeen Divisions, in addition to providing basic libraries, have introduced various systems of circulating libraries. The usual method is to group the schools of a Division into a number of zones and to secure the co-operation of the teachers in transferring the books from one school to another in the same zone. Circulation enables many more pupils to make use of individual books in any one year. In some cases reference books for Grade IX are also transferred from school to school. Such transfers, however, take place only at the beginning of the academic year when it is known what schools will be offering Grade IX instruction.

THE DORMITORY OF THE RED DEER SCHOOL DIVISION AT RED DEER



Sleeping Quarters

NOTE—Pupils from rural districts in the Red Deer School Division may take advantage of the accommodation offered in the Dormitory at Red Deer at the very low cost of \$10.00 per month. Pupils doing so attend the Red Deer High School and have all the advantages to be found in a city High School. The Dormitory has accommodation for 100 pupils and is the largest of its kind in the Province.

THE DORMITORY OF THE RED DEER SCHOOL DIVISION AT RED DEER



Dining Room

(5) *Increased Supervision—*

The number of superintendents in the Province has been increased, the policy of the Government being, as already stated, to have one supervisor for each division. The result is that each superintendent is responsible for the supervision of a smaller number of teachers. The superintendents are now in a position to become more familiar with the needs of their teachers and to concentrate their help where it is most needed. Two divisions have employed visiting teachers whose duties are to spend a week with beginning teachers or other teachers who, in the opinion of the superintendent, require special assistance and direction in their work.

(6) *Effective Placement of Teachers—*

The divisions have an opportunity to place teachers where their services are likely to be most effective. No longer are beginning teachers placed in schools of heavy enrolment or in schools where discipline is difficult. Since the experienced teacher is now paid more than the inexperienced teacher as the result of salary schedules, the Divisional Board may quite properly expect him to take the difficult school. A teacher who finds himself in a district where he does not fit, or where he has made some tactical error arousing the displeasure of the local residents, may now be moved to another district where he may benefit from his past experience and make a fresh start in a new and more congenial atmosphere. The power given to Divisional Boards under the expert advice of the superintendent of placing teachers in the schools where they are capable of giving the most efficient service has raised greatly the standard of instruction which is being given in the Province.

(7) *Improvement in Teachers's Position—*

(a) *Increased Security:*

Under the system of local school administration the teacher of the rural district enjoyed a comparatively small degree of security of tenure. He was subject to local attack by individual parents, or groups of parents, or even by the trustees themselves, for causes which were unrelated to the question of his efficiency in the class-room. Under the Divisional Board his position is much more secure and permanent. Divisional Boards are usually comprised of men who have a sympathetic understanding of the difficulties under which a teacher must carry out his duties. At the same time they are far enough removed from local jealousies and antagonisms to give unbiased and unprejudiced consideration to charges made against the members of their staff. Moreover, they have the power of transfer and can settle many local situations by the simple expedient of an exchange of teachers. The decided decrease in the number of appeals for a Board of Reference in the case of rural teachers is emphatic evidence that under the divisional system the security of the teacher has been very greatly increased.

(b) Salary Schedule:

The School Act requires the Divisional Board to prepare and adopt a salary schedule. These schedules are adopted after negotiation with salary committees of the Alberta Teachers' Association. Due to the differences in the financial resources of the Divisions there are considerable variations among the salary schedules that have been adopted. Beginning teachers are now always paid less than teachers of experience. Credit on the salary scale is given according to qualifications and experience as well as for the type of position held by the teacher. Special training represented by certificates is recognized. In arriving at these salary schedules the Divisional Boards use the official minimum of \$840 a year as the base. In some divisions it has become necessary, for financial reasons, to make a percentage reduction from the amounts payable according to schedule. The reductions, however, can be reviewed from year to year and there has been little evidence to date of any tendency on the part of boards to deal unfairly with their teachers.

The following table shows the average salaries of rural teachers in Alberta from 1935 to 1939. The figures are based on returns for the academic year which extends from the first of September to the 30th of June. The first returns available for rural schools in divisions are those for the year 1937-38. The table shows that the average salaries paid in divisions during the years 1937-38 and 1938-39, when a comparison is first possible, are higher than those paid in rural districts not included in the divisions. It will be noted, however, that there was an upward trend in teachers' salaries even before the establishment of any divisions in the Province.

School boards, whether divisional or local, were faced with the necessity of paying higher salaries following the year 1936 when salaries first began to rise after the depression. The provision of Section XVII, therefore, requiring divisions to prepare and adopt salary schedules is not the only factor that is operating to bring about increases in the remuneration of teachers.

Average Salary of Teachers in Rural Schools of Alberta

	1935-36		1936-37		1937-38		1938-39	
	No. of Teachers	Average Salary	No. of Teachers	Average Salary	No. of Teachers	Average Salary	No. of Teachers	Average Salary
Average salary per year paid in all Rural Schools	3,727	\$730.74	3,789	\$752.07	3,759	\$777.76	3,708	\$808.91
Average salary per year paid in Divisions					1,478	792.41	3,200	812.00
Average salary per year paid in Rural Schools not included in Divisions					2,281	768.26	508	789.46

(c) Prompt Payment of Salary:

The Divisional Boards representing extensive areas and large resources are able to finance the operation of schools more efficiently than local boards. They have little difficulty in securing loans from the banks to tide them over periods when their funds are short. Accordingly the divisions are able, with rare exceptions, to pay salaries monthly as they become due. This is a big improvement over the previous conditions under which many teachers waited for long periods for their salaries and even then frequently had to be content with only partial payment through the Government grant.

(8) *Removal of Causes of Local Friction—*

Under the system of local administration there was often a continual struggle for control of the administration of the school. This gave rise to much quarrelling into which the teacher was dragged, in the majority of cases against his wish. Now the administration is removed from local hands and the people of the locality have one reason less for quarrelling. It can safely be stated that the establishment of larger administrative units has been instrumental in bringing about more peace and harmony in local communities than any other single factor in recent years. It can also be stated that most of the troubles of Divisional Boards with local districts are due to the fact that the people of the local districts have not yet learned to live in peace and harmony with each other.

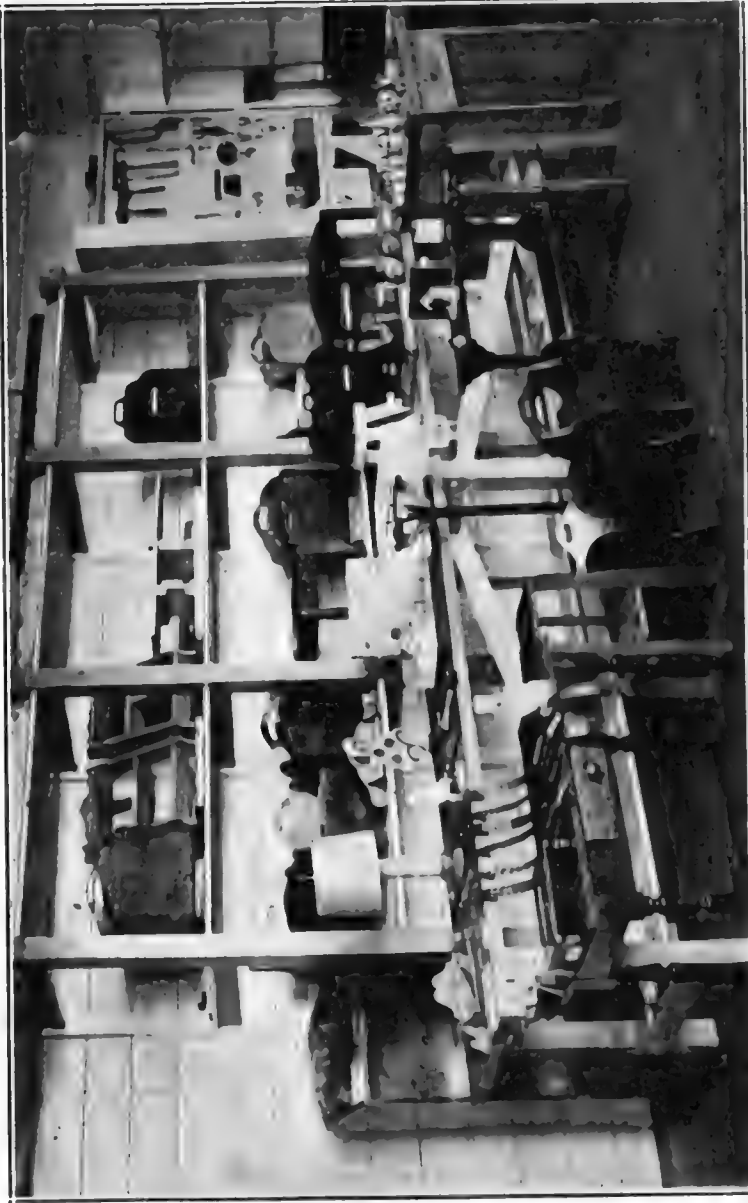
(9) *Improved Attendance—*

The percentage of attendance of pupils for the Province for the year 1938-39 was 90.33, the highest in the history of Alberta. While operation of divisions cannot be given full credit for this record, the better operation of schools and the increased stimulus given to education under the divisional system is very largely responsible.

(10) *Other Improvements—*

The establishment of the larger administrative unit in Alberta and the introduction of the new course of study calling for more activity on the part of the pupils came at the same time. Divisional Boards were quick to realize the need of providing extra equipment and also of changing the type in order to meet the new aims of the curriculum. In many cases they have rebuilt double desks into single desks and made the latter moveable in the class-room. In other cases they have discarded old desks and replaced them with chairs and tables. They have installed sand and work tables and have purchased typewriters for use in the Grade IX course. They have increased the amount of science equipment in order to encourage experimental work among the pupils. Several divisions have installed gramophones to assist the teachers in developing appreciation of music. Some divisions encourage the purchase of radios and pianos from the trust funds of the local districts. Thirteen divisions keep supplies for pupils on hand in the schools and sell them at cost at

GENERAL SHOP IN THE HOLDEN SCHOOL DIVISION, No. 17



Some of the Finished Work of the First Class in General Shop (1) in Holden

NOTE—The Village of Holden joined the Holden School Division by agreement in 1939. Intermediate and High School pupils from the Division attending classes in the Village have the opportunity of taking instruction in General Shop and Home Economics. Instruction in such optional subjects as these has hitherto been difficult to provide for rural children.

GENERAL SHOP IN THE HOLDEN SCHOOL DIVISION, No. 17



A Class in General Shop (1) in Holden

a saving of about 30 per cent to the parents. Eighteen divisions provide some or all of the supplies necessary for pupils free or at a nominal charge. Although this cost is met by the division, the ultimate saving to the community as a whole is considerable. The Divisional Boards provide ordinary class-room and caretaking supplies according to the needs of each local district. Under the old system the inspector advised the school board what was required but it was impossible for him to meet all boards and explain the needs. Now he deals with one group of five men who, with the benefit of his advice, are able to maintain a good uniform standard of equipment and supplies throughout the division. Good equipment and adequate supplies encourage better work on the part of both teacher and pupils.

A few divisions provide health services. These services vary in extent. Some Divisional Boards employ a nurse while others engage local doctors for the purpose of providing medical examination for the pupils at set intervals. Parents are notified of serious defects in their children and advised to take the necessary follow-up steps to have them remedied. In some cases the divisions cover areas served by Alberta Health Units. The boards in such instances leave the problem of the physical welfare of the children to the Department of Health.

(11) *Maximum Use of Schools and Equipment—*

In some divisions population has been decreasing and some buildings are no longer required. These buildings are being moved to places where they are needed for either elementary or high school purposes. Equipment and furniture are also being moved from one district to another according to needs. Through these transfers of buildings and equipment a considerable saving has been and is being effected.

When new schools are built, it is possible for the Divisional Board to take into account the needs of the whole immediate area rather than the needs of one particular district. Schools can be placed in relation to the other schools of an area and the distances which pupils have to travel equalized to a greater extent than was possible under the former system of local districts.

(12) *Increased Length of School Year—*

Before the establishment of divisions many school districts were unable to keep their schools open during the full year. Under the divisional system all schools operate throughout the full year. This fact must be kept in mind in a comparison of the costs of operation under the old and new systems.

The following table is compiled from the attendance returns of the Department of Education. It shows the average length of the school years from 1936-37 to 1938-39 (inclusive). The figures for divisions in 1937-38 and 1938-39 cover the operation of 11 and 22 divisions, the number established and submitting returns for these two years respectively. It will be noted that rural schools included in divisions operated on the average 4.77 days more during 1937-38 than rural schools not included in divisions. The corresponding figure for 1938-39, when approximately half of the rural schools had been organized into divisions, is 6.45.

The school year in Alberta is 200 days. The returns for operation do not include days on which class-rooms are closed on account of the sickness of the teacher, or epidemics. The comparatively low average of operation in 1938-39, both in divisions and in rural districts not in divisions, resulted from the threatened epidemic of infantile paralysis which led to the closing of many class-rooms for varying periods.

Table Showing the Average Length in Days of the School Year in Rural Schools in Alberta from 1936-37 to 1938-39 (inclusive).

	1936-37	1937-38	1938-39
In rural schools in Divisions	*	198.18	194.44
In rural schools not in Divisions	191.14	193.41	187.99

*The first available returns for rural schools included in divisions is for the year 1937-38

VII. The Financial Problem

(1) *A More Business-like Administration:*

Divisional Boards, since their members are elected over larger areas, are on the whole made up of men of greater experience and ability than local boards. They have the benefit of advice from a full time Secretary and a full time Superintendent. A more business-like and a more efficient administration of school affairs becomes possible under the divisional

system. The board of the small district very frequently underestimated its expenditures and, as a consequence, did not requisition the municipal authorities for sufficient funds or, if it were a collecting district, did not levy a sufficiently high rate. This is one reason why the divisions had so many back debts to clear up. The Divisional Boards are able to estimate their expenditures more accurately and show greater ability to control expenditures. Divisional accounts and records are more carefully kept and auditing is better than was the case under the former system of administration.

(2) *Divisions can give Same Service as Local Districts for Less—*

The divisions are definitely giving services over and above what was given by the local districts. It can be said to the credit of the Divisional Boards that the great majority have considered it their duty to provide greater opportunities for rural children and to give them advantages more nearly equal to those enjoyed by the children in town and cities. The establishment of larger administrative units in Alberta came at a time when there was already a definite upward trend in teachers' salaries. The Divisional Boards, moreover, as soon as they were elected, found that they were faced with building and repair programmes. While building programmes are being financed in some cases from the sale of debentures, the funds for them, in other cases, must be drawn from current revenue. Divisions are paying large amounts of money for the operation of additional rooms giving high school instruction, for fees for all high school pupils, including those of Grade XII, attending schools in districts not in their divisions, for the operation of vans to convey pupils to high school centres, and for dormitories. They are also paying in many cases, for correspondence courses. Some divisions are providing health services. If the expenditures on all these items are taken into consideration, it will be found that the cost of education under the divisional system compares more than favourably with that under the system of local control. As a matter of fact, the Department's experience shows that Divisional Boards can give the same services as local boards at a slightly reduced cost. It would scarcely be correct to claim, however, that the greatest advantage of the new system to date arises from the savings which it can effect in the costs of education.

(3) *A Comparison—*

The following table prepared from auditors' returns shows the average cost per class-room in rural schools in Alberta in 1939 when 44 divisions were in operation as compared with that of 1936 when no divisions had as yet been established.

Total cost of operation of rural schools, 1936	\$3,368,177.00
Average cost per room (3,436 rooms)	981.98
Total cost of operation of rural schools, 1939	3,512,618.00
Average cost per room (3,142 rooms in 44 divisions), 1939	1,117.95

An analysis of the budgets of rural schools in 1936 as compared with those of the divisions in 1939, shows that the increas-

ed average cost of operation results from higher teacher salaries, greater expenditures for buildings, repairs and equipment and also greater allowances for tuition, conveyance and health services as well as pupil and class-room supplies. The cost of caretaking has also risen, due partly to the fact that *The School Act* now prevents the teacher from acting as janitor.

(4) *Savings Effected—*

Balanced against the increases which have just been mentioned in the amount of certain items of expenditure for rural schools are a number of savings which the Divisional Boards have been able to effect. Among these savings the following are deserving of special attention. It should be pointed out, however, that approximately 70 per cent of a school budget will be applied to the payment of teachers' salaries. Savings which are effected, therefore, outside of this item, must be made in the remaining 30 per cent of the budget.

(a) In Administration:

The total amount paid for officials' salaries shows an appreciable decrease. If the cost of operation of divisional offices and expenses of divisional trustees are added to the cost of officials' salaries the amount is still less than the cost of administration under the old system.

(b) In Purchase of Fuel and Supplies:

Fuel and supplies are commonly bought by the divisions in bulk or under contract. This enables the division to make savings of from 10 to 35 per cent in these purchases. The savings which have been made, however, in this item have, for the most part, been put into increased supplies for the schools. The pupils, in particular, find that they now have more material with which to carry on their class-room studies.

(c) In Purchase of Equipment:

Buying in bulk has enabled divisions to get better prices on equipment purchased. Because of the possibility of moving equipment from school to school it has not been necessary in many instances to buy so much. Desks that are not required in one school need not remain unused. They may be moved to schools where desks are needed and where new desks would have to be bought, if it were not possible to transfer unused stocks already on hand.

(5) *Increased Average Cost per Class-room Justified—*

While the savings which have been made by Divisional Boards are not sufficient to offset the cost of increased facilities for the education of rural children, they are nevertheless substantial. The average salary of rural teachers in Alberta increased in the three-year period from 1936-37 to 1938-39 from \$752.07 to \$808.90. When this fact is taken into consideration with the improved facilities offered by Divisional Boards for

instruction, particularly in high schools, and also with the increased programmes for the building, equipment and maintenance of schools, the spread in costs as between the calendar years 1936 and 1939 has more than ample justification.

(6) *Average Cost per Pupil 1936-37 to 1938-39*

The comparison between the average cost per class-room in 1936 and 1939 is unfair to the divisions in that it does not take into account increased operation and growth in the enrolment and attendance of pupils as a result of the improvements in educational facilities brought about by Divisional Boards. The following table taken from the reports of the Department of Education shows the comparative costs of education in rural schools in Alberta for the years 1936-37, 1937-38, and 1938-39. It will be noted that Divisional Boards are succeeding in educating their pupils at a lower average cost than local school boards. As a matter of fact, the cost per pupil per year according to enrolment, the cost per pupil per year according to average attendance and the average cost per pupil for each day in attendance was less in divisions in 1937-38 and 1938-39 than the corresponding costs in rural schools not included in divisions in the same years. These same costs were also less in divisions in 1938-39 than they were in rural schools immediately before the establishment of divisions except in the case of the cost per pupil per year according to enrolment.

Table Showing Comparative Costs of Education in Rural Schools in Alberta from 1936-37 to 1938-39

	1936-37	1937-38	1939-40
<i>In Ungraded Schools (rural schools not included in Divisions)—</i>			
Cost per pupil per year according to enrolment .	\$44.53	\$45.89	\$49.63
Cost per pupil per year according to average attendance	59.56	59.26	61.73
Average cost per pupil for each day of attendance	.306	.304	.318
<i>In School Divisions—</i>			
Cost per pupil per year according to enrolment	*	44.92	46.41
Cost per pupil per year according to average attendance	*	57.53	55.59
Average cost per pupil for each day of attendance	*	.293	.283

*First eleven divisions began operation January, 1937. No figures available for school year 1936-37.

BEFORE AND AFTER



The temporary High School Dunrobin District, No. 4385.



The new two-room High School erected by the Divisional Board in the Dunrobin District after the inclusion of the district in the Sturgeon School Division, No. 24.

(7) *Additional Achievements of Divisions—*

(a) *The Building and Maintenance of Schools:*

Since the depression, which began in 1929, individual local districts have had little credit on which to raise debentures for the erection of new buildings. The formation of divisions increased the security that could be offered to purchasers of debentures. It has been possible for some divisions to borrow for the erection of school buildings in districts where the local districts would not have been able to borrow. In addition to this a great deal of building has been done out of current revenue. Building out of current revenue saves to the taxpayers the amount that would otherwise be paid in interest. Building out of current revenue was impossible for a local district with a small amount of assessment.

Repairs and maintenance of school property have been taken care of with a greater degree of system than was the case under local boards. Paint and calcimine are being purchased in bulk. In some divisions repair men are sent into the schools to make repairs. In most of the divisions, the member of the Divisional Board arranges with the local boards in his own subdivision to get the work done. There has been some suggestion that Divisional Boards have not found it possible to cope with the problem of emergency repairs. During the first period of operation of a division, the local boards may hesitate to take the responsibility of arranging for them. But as the boards get a better understanding of their respective positions and as local boards come to realize the value of co-operation with the division, these difficulties disappear and emergency repairs are made as promptly and efficiently now as they were made by the individual districts.

(b) *The Debenture Problem:*

When the divisions were set up large amounts of debenture payments were overdue, the total for the Province being \$316,614. The overdue debentures caused difficulty for certain divisions. In a number of divisions, the amounts outstanding were comparatively small and were immediately paid. In some divisions negotiations were opened to re-finance the loans and these efforts have been successful. In some other divisions very little has been done with the debenture indebtedness. A total of \$58,630 had been paid in overdue debentures up to the end of 1939.

(c) *Overdue Liabilities:*

At the time of the setting up of the divisions \$244,428 of teachers' salaries remained unpaid. The divisions attacked this problem and, with the help of the Department which made Special Grants for this purpose in the case of divisions having limited resources, had paid \$158,544 of this amount by the end of 1939. Where arrears of salaries are yet unpaid, the divisions have a definite policy of retiring a certain amount each year. Fortunately, only twelve divisions have at the time of writing to carry out such a policy, since the remaining thirty-four are now clear of this kind of debt.

Other current liabilities which had to be faced by the divisions at the time of their establishment amounted to \$272,660. Of this amount, \$153,301 has been paid.

Of a total of \$833,702 of liabilities assumed by divisions at the time of their establishment, the divisions had cleared off \$370,475 by December 31st, 1939. When it is realized that 22 out of a total of 44 divisions had been in operation for only one year by the end of 1939, this achievement must be considered as very creditable.

VIII. The Problem of the Special Areas

Special Areas are those areas in the sparsely settled dried out parts of the Province, the municipal administration of which is carried out under special legislation by the Special Areas Board. The following Divisions administer schools in this area—Berry Creek No. 1, Cypress No. 4, Tilley East No. 5, Taber No. 6, Acadia No. 8, Sullivan Lake No. 9, Neutral Hills No. 16, Bow Valley No. 43. Some of these are entirely in the Special Areas and some are only partly so. Due to the drought conditions which continued from year to year many of the original settlers in these areas abandoned their land. During the depression years which were largely coincident with the dry years collections of taxes were almost negligible and it would have been impossible to operate the schools had it not been for the assistance given by the way of government guaranteed loans. The experiment with Berry Creek begun in 1933 proved that the situation could be met through the organization of large divisions. Accordingly, the Divisions of Cypress, Tilley East, Taber, Acadia and Sullivan Lake were established in the fall of 1936 and they commenced operation early in 1937. Neutral Hills was established in 1938 and Bow Valley, only a small part of which is included in the Special Areas, was established in 1939. The Department realized from the beginning that special assistance would have to be given to the boards of these divisions to enable them to finance the operation of their schools, since the regular grants had been found altogether inadequate. As a consequence it has paid special grants to the divisions in the Special Areas both for the purpose of keeping to a minimum the school rate and of retiring arrears of teachers' salaries. The arrears of salaries have now been paid in full.

The Special Areas Board sets a rate for school purposes based on its estimate of the ability of the people to pay taxes. Any funds necessary for the support of schools over and above those derived from collections at the fixed rate and from the grants of the Department of Education must be met from the general revenue of the Province.

That there is a real problem in providing education for the children whose parents remained in the dry districts of the Province in spite of the hardships of the drought years may be sensed from the returns on operation of schools. There is, in the Divisions included in Special Areas, a total of 518 districts but only 329 operating rooms. The people in these areas, on many occasions, have expressed their appreciation of what the

School Divisions have done for them. They realize that the Divisional System saved them from a situation with which, owing to unfortunate circumstances, they were no longer able to cope.

IX. The General Success of the Divisional Scheme

The three years experience of the Province of Alberta has shown that the Divisional System not only is feasible but that it also has decided advantages over the system of local control. The increased opportunities which are being provided for high school pupils, the better conditions under which teachers carry out their duties as instructors, the improvement in the accommodation and equipment of schools, the more harmonious relations developed among the people of each community are all factors which have contributed to the growing favour, now almost general, with which the larger administrative unit is being accepted by the people. While the new system has not resulted in lowering expenditures on education, it has reduced the yearly cost of education per pupil according to both enrolment and average attendance and also the average cost per pupil for each day of attendance. The Divisional System has increased very greatly the opportunities of rural children. At the same time, it has succeeded in giving to the people of the Province a larger return on their educational dollar.



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